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This proposal for a program of juvenile delinquency prevention and control was developed in 1963 for the Hough-Addison area of Cleveland, Ohio. A massive effort in this slum neighborhood will involve community changes at the level of the social organizations as well as at the level of direct services to the community. There will be three main areas of program activities: educational and developmental, remedial and social control, and community support. Each facet is described in this proposal. (NH)

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COMMUNITY ACTION for YOUTH

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GREATER CLEVELAND YOUTH
SERVICE PLANNING COMMISSION, INC.

A SUMMARY

GREATER CLEVELAND YOUTH SERVICE PLANNING COMMISSION, INC.

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President, Cuyahoga County Commissioners
Presiding Judge, Cuyahoga County Juvenile Court
President, Cleveland Board of Education
President, Welfare Federation of Cleveland
President, Cuyahoga County Mayors and City Managers Association

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*Former member

The planning for this proposal was financed by a Planning Grant from the President's Committee on Juvenile Delinquency and Youth Crime under Public Law 87-274, and the Greater Cleveland Associated Foundation.

ED030679

COMMUNITY ACTION FOR YOUTH

This pamphlet presents in summary form the factors that led to, and the important features of, the Cleveland Community Action for Youth program.

It is intended to be in a very real sense "A Demonstration Program In The Prevention And Control Of Juvenile Delinquency Through Youth Development".

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Greater Cleveland Youth Service
Planning Commission, Inc.
1959 East 79th Street
Cleveland 3, Ohio

March 1963

UD 002 156

PREFACE

Our young people are the nation's greatest asset--and in them lies the hope of our future.

Neglect of conditions which prevent any of them from attaining their full potentialities reflects discredit upon the entire community.

The Board of Directors submits this proposal for a Demonstration Program for the Hough - Addison Area of Cleveland with every confidence that it is a big step toward the solution of an important community problem.

The devoted efforts of a competent planning staff, the Board and the Sponsors are reflected in its contents.

Paul J. Gnau, President
Greater Cleveland Youth Service
Planning Commission, Inc.

THE PROBLEM

Great urban industrial complexes are important in our future as a nation. In the center of each of these live hundreds and often thousands of families who represent the paradoxes of our society, which is at once affluent but scarred with great poverty; highly educated but plagued with school drop-outs and illiterate adults; boasting of freedom and equality but teeming with prejudice and discrimination.

The children and youth from these families, afflicted by poverty, exploitation and race hatred, pose a great challenge. Whether as a gang member or as an illegitimately pregnant fifteen year old girl; as a school drop-out or as an unemployed graduate; as a potential scientist (never discovered) or a college-bound boy without funds, these youth are symptoms of the failure of our society to meet the needs of all youth. The roots of these problems go deep; they will not be solved quickly. The forces of economic change and geographic and economic segregation steadily aggravate the problems for those who are least prepared to solve them unaided.

The Cleveland area is one of these great urban complexes. It exhibits these human problems in an acute form. Through the efforts of community leadership and of countless individual citizens it has through the years sought answers to these and other problems. This Demonstration Proposal is a part of this search. In presenting it, note must be made not only of its possibilities but also of its limitations; of the fact that it is only one form of community action and that it does not solve all of the problems. However, by carrying out a systematic program of action and carefully studying its consequences, important contributions can be made to the solution of problems, not only in Cleveland, but in similar communities across the nation; as Cleveland will also learn from the efforts of other cities with demonstration programs.

The Demonstration Proposal which is summarized in the following pages applies to one area in a large city--the Hough Area of Cleveland--with nine per cent of the city's population and one-fourth of its problems. Many of the adults who live in Hough and are caught up in these problems have the same high hopes and dreams for themselves and their children as most of us. However, they live and work under tremendous handicaps--bearing the brunt of racial discrimination; living in a community created in part by the greed of men who exploit; lacking the education denied them in their youth. Some have quit trying; some live in hatred; some take what they can find from their neighbors, but many others have refused to be beaten and continue to fight for a better community and for equality of opportunity for their children. Some of these have gone to other neighborhoods where they have found some of the things they vainly sought in Hough. Others have stayed to carry on in Hough. They are partners with the organizations of Greater Cleveland in the struggle

against delinquency, unemployment, crime and blight. But their efforts are of no avail unless the resources of the whole community are also there--the right type and in needed quantities. The story of "too little, too late" has been told in many city neighborhoods before. This Demonstration is an experiment in marshalling the organizational resources of a great city, and in fact the resources of state and nation, to work together with youth and their parents to overcome the handicaps that block them from full participation in society. The prevention and control of juvenile delinquency will only be attained to the degree that there are realistic alternative courses for all youth.

This is a Demonstration to the parents and youth of Hough that there is an opportunity to share in the benefits of American life; to the Cleveland community that there are ways by which the problems can be dealt with effectively; to the leaders of Ohio and the nation that it is only through the combined efforts of all levels of national life that these problems in their totality can be solved.

The complexity of planning such a Demonstration requires the knowledge and concerns of persons, who are the Hough area, as well as the skills and understanding which lie in many professional specializations. It requires analysis and organizational planning. It demands study, discussion and writing. Any statement of a Demonstration Proposal can reveal only a small part of the work which produced it. It can only present a picture of part of the total community situation, stressing the problems and giving only limited recognition to the many positives. It can recite only a few of the details of planning, organization and administration which are required to implement it. Yet it must reflect the ability of a community and its leaders to systematically address themselves to a complex problem and undertake its solution. The Demonstration Proposal embodies many different ideas -- some old and some new. It does not propose a complete rebuilding of the organizational structure of the community, nor does it set forth a unique panacea which will automatically bring success. Yet it does set forth significant and different proposals for action, to be tested by experience, which will add to the community's ability to meet these present problems. Of particular importance is the plan to create a systematic pattern of counseling, education and work, through the Occupational Counseling Center, to fill a gap between school and work created by changes in the requirements of the labor force. Central attention also is given to the development in children of basic abilities at an early age in speaking, reading, and writing--the communication skills which are essential for social and economic effectiveness. For the child with unusual problems there is experimentation with a variety of programs which bring together specialized skills and intensive individual attention, without removing the child totally from community and family--a process which frequently results in failure, as the shock of return to the community wipes out treatment gains.

The great challenge of any plan for community action is not only to reverse the vicious circle that precipitated the problem, but to create a snowballing movement toward the goals of the plan. People must be involved--not as targets of action--but as partners in action. This is not easy in a community where the movements of families have disrupted formal and informal patterns of social organization--but it is essential. The Neighborhood Extension Service will bring knowledge and support to groups of local residents and will create a day-by-day working partnership between the resources of the larger community, and parents and homeowners in the street neighborhoods throughout Hough. Other impacts will come as adults and youth of the Demonstration Area become part of the action staff in many programs. Finally, the Demonstration stresses throughout all programs the importance of specific and tangible recognition of achievement; of support and stimulation through opportunity for work; and through tangible rewards of progress. Underlying all of the individual programs is combined action by many organizations and many people, planning together and working together for youth.

The Demonstration Program recognizes the background of changing economic conditions in Cleveland which affect the employment opportunities for youth; the history of growing social problems in Hough; and the experience of Negro families as they have moved to Cleveland and faced the pressures of unemployment, discrimination, and marginal income.

Under the direction of a Board of Directors representing the diversity of interests and resources in the Cleveland area, the Demonstration Program will work with some organizations through partnership arrangements, or service contracts; and conduct other programs directly under the Demonstration Staff. It will cover a period of up to four and one-half years, with the period of full operation being the three-year period from early 1964 to early 1967.

The Demonstration will necessarily rely upon a number of sources for financial support. Local financing and participation, amounting to about one-fourth of the total cost, will be sought from local foundations, other philanthropic sources, the City of Cleveland, the County Commissioners, the Cleveland Board of Education, and the Welfare Federation of Cleveland. State participation will also be sought during the course of the Demonstration. These so-called local sources will augment the substantial Demonstration funds from the President's Committee on Juvenile Delinquency and Youth Crime and from other units of the federal government for specialized parts of the total program.

The cost of the program can only be measured by comparing it to the years and generations of human and social failure which are reflected in the rising statistics of delinquency, crime and unemployment in the Demonstration Area, and the threatened prospective costs of unabated failure to solve the problems.

GREATER CLEVELAND YOUTH SERVICE PLANNING COMMISSION, INC.

In the autumn of 1961, spurred by the urgency of community problems involving youth, Mayor Anthony J. Celebrezze; Frank M. Gorman, President of the Cuyahoga County Commissioners; Judge Albert A. Woldman, Presiding Judge of the Juvenile Court; and Fred M. Hauserman, President of the Welfare Federation of Cleveland, met together upon the initiative of Attorney Paul J. Gnau, Chairman of the Welfare Federation's Committee on Juvenile Delinquency Prevention and a member of the Federation's Board of Trustees. From this meeting, with the addition of Walter L. Davis, President of the Cleveland Board of Education and Ray P. Martin, President of the Cuyahoga County Mayors and City Managers Association as sponsors, came the formation of the Greater Cleveland Youth Service Planning Commission, Inc.

These sponsors applied for a Planning Grant under the newly established federal program of the President's Committee on Juvenile Delinquency and Youth Crime. After the receipt of the Planning Grant from funds provided by this legislation, the Commission in April, 1962 employed a competent and experienced staff headed by David M. Austin, then Director of the Hough Community Development Project of the Cleveland Welfare Federation.

An analysis of eleven inner-city social planning areas of Cleveland indicated that the Hough area had the highest rate of social problems, together with the most rapid rise in rates from 1955 to 1960. A substantial body of data about the area and the related developments already underway in urban renewal and education made this a desirable location for a demonstration of co-ordinated and massive community effort to cope with the problems of youth and of delinquency.

Upon recommendation of the Planning Staff, the Board of Directors of the Commission adopted a resolution "that the Demonstration be focused in the Addison Junior High School district within the Hough area". This public school district is an area of 54,000 people in seven census tracts lying to the west of the University-Euclid Urban Renewal area, Phase I, and including one senior high school, one junior high school and seven elementary schools, in addition to two parochial schools which particularly serve this area.

BACKGROUND

The Cleveland Economy

The earlier reference to a background of changing economic conditions in the Cleveland area requires amplification. Because of its strategic

distances from coal, iron ore, and limestone, Cleveland early developed substantial durable goods industries based on steel. Under war stresses in the 1910's, the 1940's and the 1950's these industries drew unskilled labor heavily from the South. The city's Negro population grew and became a substantial minority by 1920, while gains, averaging about one per cent a year after 1940, brought the Negro population to over 250,000 in 1960--some 29 per cent of the total population of the city.

According to information from the Federal Reserve Bank of Cleveland, The Ohio Bell Telephone Company and the Ohio Bureau of Unemployment Compensation, since the early 1950's, durable goods industries have been in comparative decline and service industries, though up, are not strong. Relocation of industry is frequent and the appearance of new industry rare. Seventy-three thousand new jobs were needed in 1961 to restore employment to its 1953-1956 level. Cleveland stood next to the bottom among 22 major cities in increase in value added by manufacture from 1954 to 1958. Against this background Cleveland employers predict increased demand for professional, service and skilled workers and a sharp decrease in the need for semi-skilled and unskilled workers.

These economic changes have exaggerated the effects of the rule in employment--last in, first out--which has been reinforced by seniority practices in a union-organized city. In 1960, 40 per cent of the Cleveland unemployed were Negro and in 1961 some 75 per cent of Negro, out-of-school youth, in the Central Areas and Hough, were unemployed. Parallel to the economic decline and a rise in unemployment has been a sharp increase in welfare and Juvenile Court costs, particularly since the recession of 1958. There has been a 500 per cent increase in the cost of general relief and aid to dependent children since 1950, and a tripling of Juvenile Court expenses--and the costs continue to mount.

The Hough Area

Hough is one of the Cleveland inner-city areas, bounded on the North by Superior Avenue, west by East 55th Street, east by 105th Street and University Circle, and south by Carnegie Avenue.

Following the turn of the century Hough was a fashionable residential area with expensive religious and educational institutions. These buildings still exist, highlighting the contrast between the incomes of present occupants and those of the recent past. The war-boom high employment of the 1940's brought many new people into Hough. The movement of families into Cleveland and within Cleveland has followed a pattern similar to that of other cities. War employment booms have been the magnet which drew many rural families to the city, and enabled other families, already established, to move

into better housing in better neighborhoods. In the 1940's willingness of property owners to sub-divide houses and apartments, quickly changed much of Hough's housing into tenements. The absence of husbands and fathers who went into military service, coupled with increased employment opportunities, put a multitude of women to work and created juvenile problems summarized by the phrase, "door-key children". Easy money, weakened family structure, crowding, new anonymity, honky-tonk commercialism, and prostitution made Hough a city-wide focus of trouble and crime in the 1940's. At this time Hough was a white community. In 1940 there were only 612 non-whites in Hough, one per cent of the population, and in 1950 only some 2,500 out of 66,000 total population.

The new employment boom, set off by the Korean War, brought even more new families into the city. This time they came from both the mountain areas of the middle South and the farms of the deep South. The clearance of land in the Central Area for redevelopment and the opening up of vast numbers of new homes on tract sub-divisions in the suburbs further speeded changes in Hough.

By the end of the 1950's, following the recession of 1958, the new white families began to disappear. Negro home buyers who had started arriving in the early part of this decade, were joined by renters who by 1960 were frequently unemployed and on relief. By 1960 more than 50,000 of the 71,000 persons in Hough were non-white. The Negro families coming into Hough reflected the history of Negro families generally in moving to an industrial city. These newcomers faced great handicaps in the lack of industrial work experience, the lack of welcoming institutions, the hostility of other working-class groups, public and private discrimination, and exploitation of all kinds. Under these pressures compounded by unemployment the family was often forced to take on a female-based or matriarchal pattern as the method of survival.

During the 1940's the first planned community efforts to attack the problems of Hough got underway. First came a demonstration program under the Group Work Council of the Welfare Federation. Out of this the Hough Community Council was created. Later came a settlement center at League Park, a school community center at Thomas Edison, a joint YMCA-YWCA on Addison Road and the opening of two Boystowns by the City of Cleveland.

The 1950's also brought new action to show the steady encroachment of problems. A campaign by the Hough Community Council in 1951 and 1952 to halt housing blight and the flight of residents, failed. After preliminary studies, the City Planning Commission in 1957 presented recommendations for civic action to prevent Hough from becoming a slum.

The Board of Education found itself struggling to meet the pressures, as young families with many children replaced older couples in Hough. Three public elementary schools -- Hough, Wade Park, and Dunham -- which had adequately served the children of Hough for several decades, had 4,500 children enrolled in 1954 and it became necessary to begin half-day classes for some students. By 1963 some 13,000 students were enrolled in ten elementary schools in Hough.

Hough churches too were affected by the changes. Some Protestant churches had left the area in the 1920's and others followed in their footsteps as the decades passed. Still others decided to stay and were among the first groups to call public attention to the increasing problems in Hough.

St. Agnes Parish, the prestige church of the Cleveland Roman Catholic Diocese in the early part of the century, found by 1960 that its membership too had decreased and enrollment in its elementary school had become heavily Negro.

The last years of the 1950's and the first years of the 1960's saw both a sharp increase in problems and the initiation of new efforts to solve them. A new settlement center, Goodrich-Bell, was established and the Superior-Chester Housing Rehabilitation Field Office was opened by the City at the western end of the area. Rainey Institute, a long dormant settlement center, came to life under new leadership. The continuing and successful fight of the Hough Community Council against wholesale transfers of liquor permits into the area received city-wide attention.

The work of the City Planning Commission resulted in the development in 1960 of the University-Euclid Federal Urban Renewal Proposal, covering the University Circle Area and the two-thirds of Hough outside of the Superior-Chester area. With local approval in 1961, field operations began in 1962. In 1960 the Board of Education, pressed by the problems of holding and educating in-migrant children, selected Addison Junior High School as the location for a demonstration program financed by the Ford Foundation. A study of the problems of Hough by the Welfare Federation, initiated at the request of the Cleveland Foundation, recommended an intensive planning program to develop a comprehensive attack on its social problems. In the fall of 1960 the Hough Community Development Project was established by the Welfare Federation with financial support from the Cleveland Foundation. Yet the effects of discrimination, unemployment, overcrowding and reductions in relief payments continued to increase faster than appropriate solutions were being put into action.

Social Problems in Hough

Many of the residents of Hough who arrived in the city in the 1950's found by 1960 that they had become part of the technologically unemployed. As educational requirements became more specific and discrimination continued they were left further and further behind. Money became scarce; the opportunity for men to find employment decreased; relief checks were cut and the female-based family began to appear in larger numbers. There were desertions, divorces, and illegitimate births--the pattern often found among families in many ethnic groups which find themselves hanging on to the edge of the economic cliff. With the clearance of housing in the Central Areas and the disappearance of many of the in-migrant white families from apartments in Hough, female-based Negro families on relief began to concentrate in the area. Other Negro families, smaller and with regular incomes continued to move to the east of the city, leaving Hough with an increasing concentration of broken and economically dependent families.

The mothers and grandmothers, sisters and aunts who are the heads of households in female-based families often have the same desires for their children and themselves as other families in the urban population. Yet discouragement growing out of much effort and little result in their own lives, the absence of dependable males within the family, and the blows of poverty and discrimination have frequently meant for their children school failure, delinquency, illegitimate pregnancies, and unemployment. These are reflected in the statistics of delinquency and crime in Hough.

In 1961 the rate of Juvenile Court cases involving boys from Hough was 2.2 times the rate for the whole county, while the rate of girls was 2.5 times. One hundred and sixteen boys out of every 1000 boys between the ages of 12 and 17 came before a Juvenile Court judge in this single year, as official cases, while at least one boy out of every five had some contact with the court, either before a judge or a referee. Although the rate of girls in contact with the court was lower than that for boys, it was the highest of any social planning area in the city and involved one girl for every four boys. Unlawful entry, deception, injury to person, and incorrigibility accounted for half of the official cases of boys, while incorrigibility, deception, and sexual activity covered one-half of the girls' official offenses. However, there were no offenses involving death in 1961. More than one-half of the 374 official cases had either both parents unemployed--44 per cent--or a mother working--13 per cent.

Youth groups in Hough are not "fighting gangs". The pattern of behavior in problem groups of both boys and girls is more likely to show truancy, theft, vandalism, sexual promiscuity, and drinking. However, one aggressive group in recent months has been a group of elementary school boys known as

the "Rat Gang".

Adult crime in the Hough area in 1961 was 2.25 times the rate for Cleveland. Three of Hough's four police zones held the top three statistical positions in the city for total number of major offenses with a total of over 1,500 major crimes in 1961 in all four zones. Crimes of violence frequently involved other members of the family, including children.

This is the background prompting the development of the comprehensive action program for the Demonstration Project in the Hough area.

THE FRAMEWORK FOR THE ACTION PROGRAMS

Goals

Our comprehensive action program must be based upon an analysis of the basic issues involved in the prevention of delinquency; not just in the Hough area, but in society generally. Three basic guidelines link this particular Demonstration to the total problem. (1) The prevention of juvenile delinquency is a continuing responsibility of society, not a temporary one; it is essentially a discernible symptom of failures in the process through which children and youth are prepared to meet the expectations and responsibilities of society, even though the forms of delinquency may vary from time to time. (2) The prevention of delinquency involves in various ways all the organizations which affect youth. Prevention therefore is involved with the problems of organizations and the problems of relationships among organizations. (3) The prevention of juvenile delinquency is a multi-level problem involving the local area, city, state, and nation. The problem is not located solely at one level of society, nor are the solutions to be found only at one level. Different sets of opportunities and limitations are involved in a program of action at any particular level, and significant action at any one level of society must of necessity involve organizations at the other levels.

Since delinquency is a symptom of failure in the methods by which society has attempted to develop its children and youth, a program of prevention must be a positive one of youth development. Such a program must direct its efforts to those points in society where the shortcomings are the most serious. These focal points of difficulty are most likely to be found among the poorly educated, unskilled, and low-income families of the urban city. Here families are under the greatest pressures caused by recent changes in our economy, changes which are in turn changing the educational and training requirements for entrance or continuance in the labor force. Moreover, a great number of these families, being Negro, are also affected by the drastic consequences of present and past discrimination.

To be effective, youth development must also encompass an age range from early childhood through young adulthood. It must work with and though the two major systems which society has developed,which can serve to meet the needs of youth in low income areas -- the educational system and the welfare system.

In developing a plan for delinquency prevention through youth development for the Hough area, the following specific areas of difficulty were identified: (1) illegal behavior of juveniles and young adults; (2) low educational achievement; (3) low occupational achievement; (4) failure to form and maintain stable, male-based families. These problems exist not only as incidents of individual behavior, but they exist in quantity, so that they have become a community-wide problem.

Why do these particular forms of failure in youth development exist in this area in such great numbers? Four reasons are set forth: (1) changes in the economic system and the labor force which have increasingly restricted economic opportunity for poorly educated, unskilled youth; (2) the common experiences of actual discrimination and anticipation of future discrimination which all Negro youth share; (3) the patterns of behavior among families in a lower-lower, economically marginal class which in part support and encourage behavior which is illegal; and (4) common psychological patterns found among boys and girls who spend their developmental years in female-based families.

To these four points must be added a fifth, covering deficiencies in social organizations. Primary social organizations are created by society to provide special services directly affecting individuals. Particularly important for this project are those which form the educational system and the welfare system. Rapid social change which brings large numbers of underprivileged youth into contact with organizations largely created, administered and staffed by higher privileged individuals has a shock impact on such organizations. Serious problems of morale emerge, which affect the quality of service. These problems in turn affect relations among organizations so that communication and co-operation frequently decrease and defensiveness increases. These are practical problems which must be reckoned with in developing a systematic plan of corrective action.

The project must ultimately be measured against specific goals. The goals of the program in the Demonstration Area are: (1) to decrease illegal behavior among youth and young adults; (2) to increase educational achievement; (3) to increase occupational achievement; and (4) to encourage the formation of male-based families.

These objectives must be realized through a variety of individual

programs which will: (1) increase opportunity for individual achievement; (2) increase capability for educational and occupational achievement; (3) increase motivation for achievement; (4) increase the observance of laws.

Analysis of the Hough Area and of the general nature of the problem of delinquency prevention suggests that exclusive use of individual-centered, family-centered, or neighborhood-centered programs will not be effective. The basic approach calls for the Demonstration to use primary social organizations--the school, the court, the welfare department, the church, the settlement center, and other organizations dealing directly with people in the area--and through them reaching primarily the individual child or youth and also the family and the residents of the street neighborhood. Some specific programs will be created directly by the Demonstration, but even these will be designed to fit ultimately into an on-going organization.

The General Plan

A massive community effort must overcome the resistances which come from the apathy of individuals who have been beaten by discrimination and failure, and also those which come from inertia within organizations. It must recognize that there will be different steps in the process of change--some of which may represent old problems in new forms. As apathy disappears, anger and impatience for change may increase.

This design for a program of action involves many different program units in different organizations. It involves new services and changes in structure and functioning of existing organizations. It brings together specialized knowledge and skills of professional workers as well as the concern and initiative of parents. It is based in the Hough Area but reaches out to individuals and to organizations of the city, state and nation. It involves improvement, innovation, experimentation and continued planning. It involves research and action. The two charts which follow show the relationship among the various programs, and the plan of action which links them to the Project goals.

This plan of preventing and reducing juvenile delinquency is built around the existing network of social organizations and recognizes the significance of other community actions underway. It is a plan which will involve community changes on two levels: (1) at the level of the social organizations, where there will be provision of resources for improving intra-organizational and inter-organizational operations; and (2) at the level of direct services to people.

The action program is to be guided by a Board of Directors including

DEMONSTRATION PROGRAM
Relationship Among Developmental, Remedial-Social Control and Community Support Programs

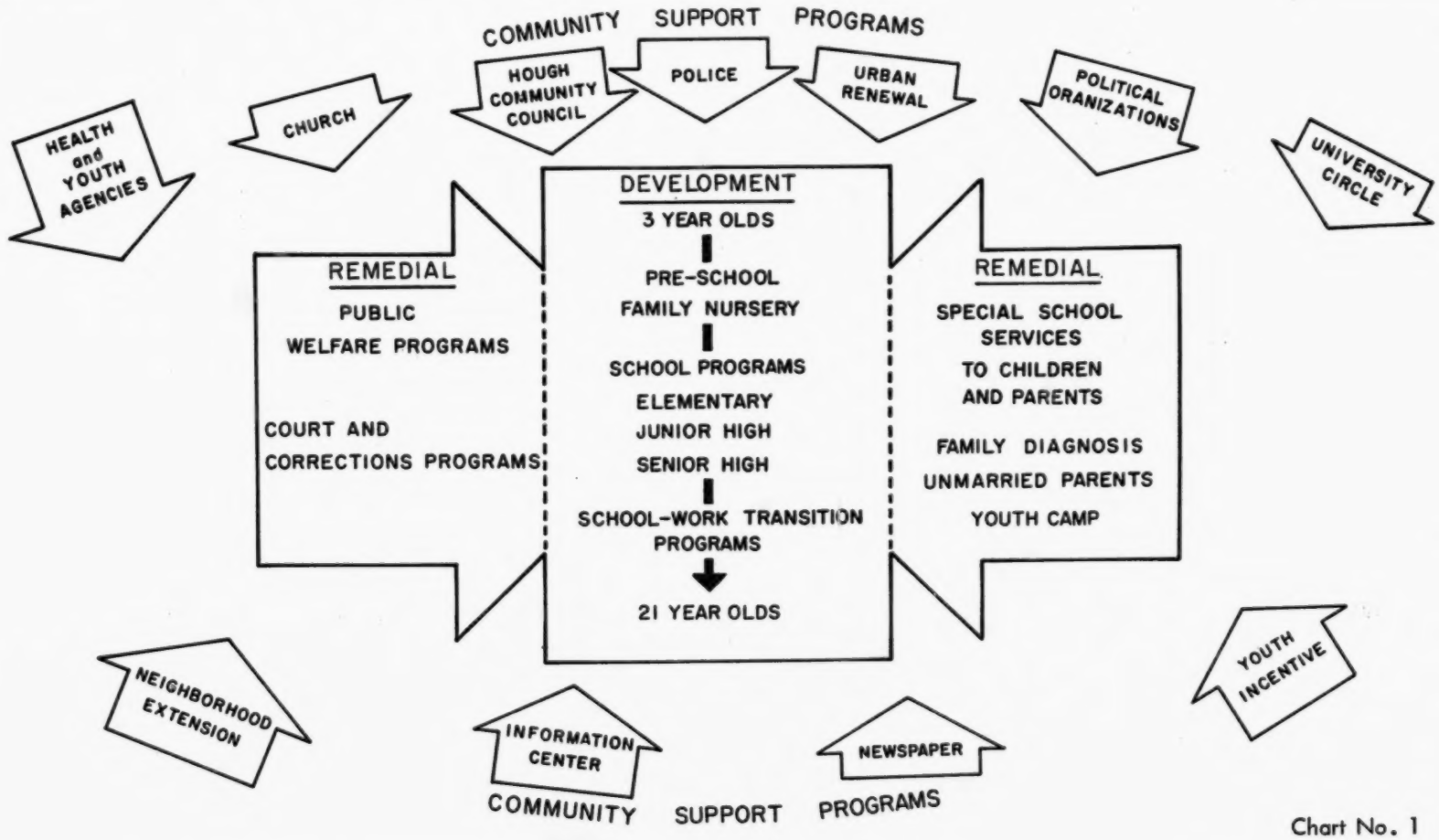

Chart No. 1

DEMONSTRATION PROGRAM FRAMEWORK FOR ACTION

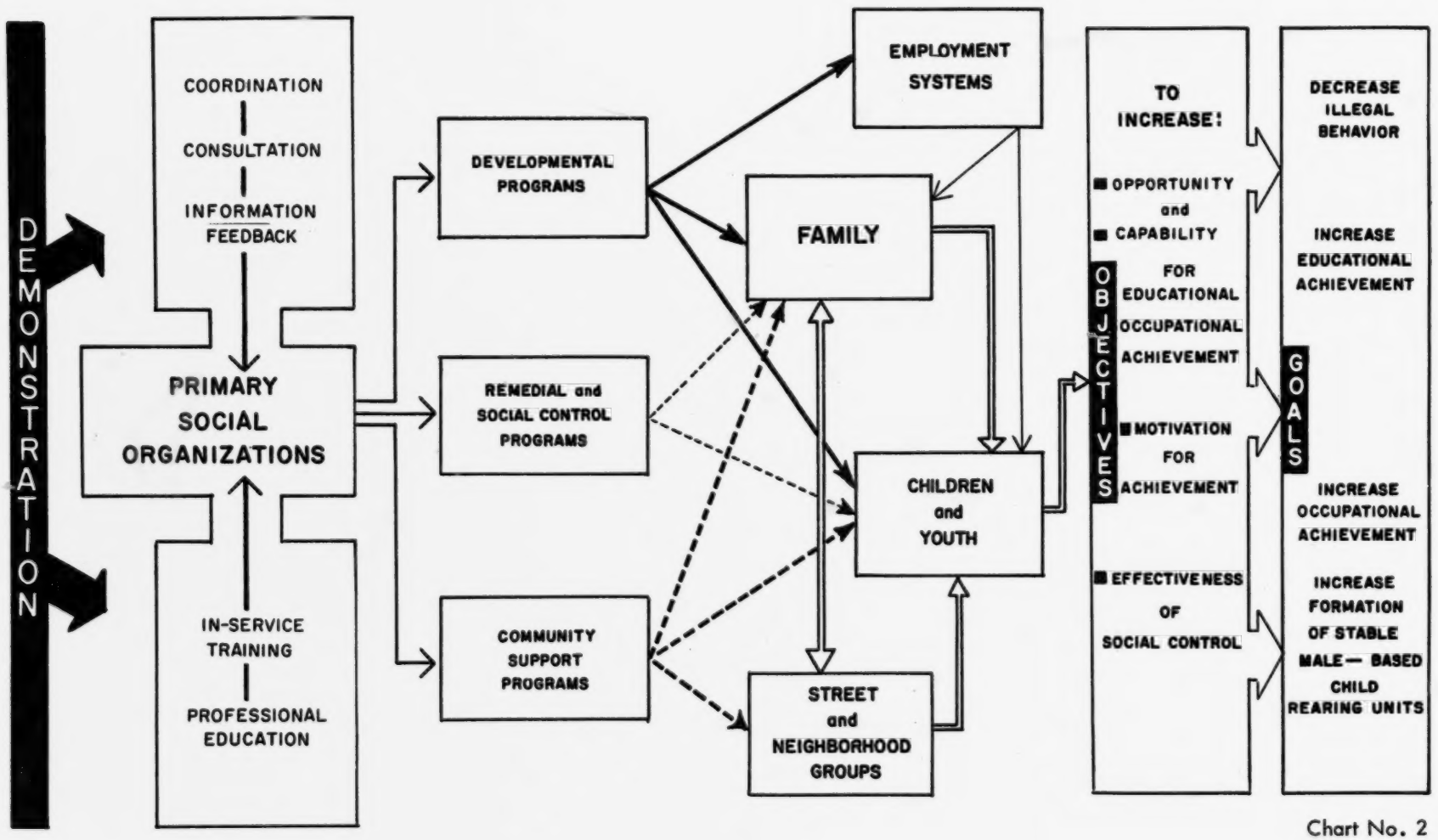

Chart No. 2

representatives of the organized resources of the larger community together with residents of the Demonstration Area. It will be carried out by an administrative staff. Large portions of the actual program are to be administered within and under the auspices of the Cleveland Board of Education and the Cuyahoga County Welfare Department. Other program units will be administered through specific contracts between the Demonstration Project and existing local agencies. A number of the programs will be administered directly by the Demonstration Project. The co-ordination of all the programs will be accomplished with the aid of Unit Directors.

While each program will have its own specific direction and responsibilities all programs will be unified through their concern with common problems and through frequent involvement with the same family, child or street neighborhood. Communication among different programs, and between programs and the research staff of the Demonstration Project will be provided for. The establishment of in-service development programs which will cut across agency boundaries, as well as operate within individual agencies, will further unify the project.

Specific attention must be given to early initiation of those programs which are most directly related to immediate concerns in the Demonstration Area. Programs dealing with youth employment and the provision of work experience, as well as the Neighborhood Extension Service geared to reach local residents within street neighborhoods, will have high initial priority. In some programs a period of staff development and training will be required. In other programs the first steps will of necessity be the location of physical facilities.

In the total Demonstration Project there will be over 50 discernible program activities. These fall generally into the following functional areas and administrative groups:

Educational and Developmental Programs

- Pre-School Family Nursery
- School Programs
- School-Work Transition Programs

Remedial and Social Control Programs

- Public Welfare Programs
- Court and Corrections Programs
- Case Diagnosis and Classification Unit
- Special Treatment Programs

Community Support Programs

Interwoven with the program plans are special units designed to increase their effectiveness, such as the curriculum development units in the School Programs and the consultation services stemming from the Case Diagnosis and Classification Units. These, together with the Central Data Unit and the In-Service Development and Professional Education Programs, constitute important ingredients of organizational change.

The following summarized breakdown will provide a closer look at the content of the various programs.

ACTION PROGRAMS

Pre-School Family Nursery

Lack of stimulation in the overcrowded, low-income home plays a major role in lack of readiness for first school experience. Children who have not attained learning readiness have frequently been excluded from kindergarten admittance or when admitted have fallen steadily behind in achievement. Recent studies indicate that the lack of stimulation in the home and the neighborhood retard readiness for learning and achieving. On an experimental basis the Pre-School Family Nursery will administer an intensive, five half-days a week nursery education program emphasizing learning readiness. Participating in this program will be twelve groups of three and four year old children and their mothers. Experimental variations in the children's programs will involve both one-year and two-year programs. The mothers will have care provided for their pre-school children during their group meetings involving one or two half-days a week.

School Programs

School is one organization through which children from low-income and minority groups can prepare themselves to take advantage of opportunities which society provides. Through education comes preparation for a secure and responsible position in society.

The School Programs are the largest single group of programs within the Demonstration Project. Beginning with a pre-kindergarten orientation program for five year old children and extending to cirruculum revision and co-operative work-study programs for the high school senior, this set of programs is designed to buttress and extend the present work of the Board of Education with the 11,000 students in the Demonstration Area. Incorporating the developments of the Hough Community Program, initiated with the Ford

Foundation funds, it will extend the benefits of this program to the elementary and senior high levels. Heaviest emphasis is placed on new programs designed to reach children in the early elementary grades where basic achievement in reading, speaking, and mathematical skills must be accomplished if there is to be satisfactory educational progress later. With frequent failure to achieve these skills in the early grades, grade retardation, early school leaving, and delinquency are some of the consequences in the Demonstration Area.

The School Programs have certain basic emphases: (1) the development of new curriculum materials; (2) effective learning and use of the communication skills of reading, writing, and speaking; (3) enrichment of education by extensive use of resources outside the classroom; (4) extension of education for reinforcement, enrichment, and the development of individual interests by using a longer school day and school week, summer programs and camping; (5) increased special services for pupils and parents, particularly guidance; and (6) in-service development for teachers. Special features include strengthening school-parent programs, primarily at the elementary level; retention classrooms for more intensive educational work with youth who are suspended from regular classes and are awaiting action at Juvenile Court; small intensive classroom units for disturbed children who remain in the community; and the already mentioned proposals for kindergarten orientation and for school-work co-operative programs in the senior high school.

The School Programs will play a central role in the projected accomplishments of the total Demonstration Project.

School-Work Transition Programs

Being a competent worker in any occupation gives a man a place in society; being a non-worker and dependent upon society for support places him at the bottom of the social scale. While many different causes may contribute to a single act of delinquency by an individual youth, the lack of access to opportunity compounds his vulnerability.

A study in 1961 showed that 77 per cent of all boys and girls in Hough under 22 years of age and not in school were unemployed. Among these unemployed youth two-thirds were boys and girls who had completed high school. Three-fifths of these unemployed youth, estimated to number 1,800, had never held a full-time job. Discrimination and a reduction in the number of low-skill entrance jobs will intensify this problem as each year passes. Systematic attention to the channels by which youth move from school to work is required. Particularly involved are three groups of youth:
1) drop-outs who are unable or unwilling to return to regular school classes;
2) drop-outs who are able and willing to return to school part time;

3) unemployed high school graduates.

The focal point of action here is the Occupational Counseling Center which can provide vocational counseling and testing, extended individual and group guidance, remedial education in co-operation with the Board of Education, and a program of employment orientation. Full use will be made of existing local specialized services such as the Vocational Guidance and Rehabilitation Services. The Center will depend upon general publicity and organizational referrals to attract youth and will also make use of two workers to find the street corner boys and pool room "hangers on". Immediate work experience will be used to attract and hold youth who have found the promise of opportunity an illusory one. Beginning work experiences are designed to provide an income and an initial experience with work demands. Later work experiences should provide specific occupational preparation. Systematic occupational training will be pursued through short, intensive skill-training units in school settings and in work settings, referrals to regular classroom courses, and through on-the-job training programs under the Manpower Development and Training Act.

Work experiences, with payment of wages, will occur in many different ways other than formal on-the-job training. Existing closely supervised programs of work training -- small work crews carrying out low-skill jobs under an adult foreman; community service projects in agencies and institutions, and half-time positions in business, industry and institutions, with the Project paying trainees' wages, as well as similar positions on a regular payroll basis -- will all be used. A special experiment will be the Youth Corporations, designed to provide an extended business experience for youth with the help of skillful management supervision.

This series of programs will be closely related to the present city-wide Board of Education Work-Study Program which serves drop-out youth who are prepared to return to regular classes part-time. A placement development staff unit will serve both the needs of the Work-Study Program and the needs of other programs within the Demonstration.

Public Welfare Programs

At any one time in 1962 in Hough, 3,600 families were on public assistance, while a total of some 4,700 different families received assistance at some time during the year. One-fourth of the active case load of the Cuyahoga County Welfare Department lives in the Hough Area. To bring the services of this Welfare Department closer to these persons and to make possible an experimental approach to serving families, the Demonstration Project proposes that a District Public Welfare Office be established. Involving more than 90 persons, both professional and clerical, the District

Office staff would undertake a systematic analysis and classification according to the nature of family problems of all families presently in the active case load. The staff of the County Welfare Department is presently developing such a classification system.

New cases coming to the District Office will be reviewed by a newly created Case Diagnosis and Classification Unit. Acute child neglect situations will have highest priority and be assigned to small intensive case loads carried by professionally trained workers. Other family situations in the existing case load and new cases will be assigned to workers with varying levels of experience and varying size case loads. Assignments will be made according to the intensity of the problems and the prognosis for change. All cases will receive more intensive service than is now possible under current case loads of well over 100 cases per worker. A housing and utility specialist and a Juvenile Court liaison worker will be provided as specialized resources for the caseworkers.

Court and Corrections Programs

The Juvenile Court and related institutions such as Cleveland Boys School, Blossom Hill School for Girls, the state Boys' Industrial School and Girls' Industrial School deal with many youth from the Hough Area. In the summer of 1962 some 275 boys and girls living in the Hough Area were under probation or after-care supervision of these organizations. Their reintroduction into the community, return to school or preparation for work, presents special problems. The Demonstration proposes to strengthen the basic staff service of each organization by reducing case loads to half that of the present level and increasing the level of professional preparation on the part of the staff. Specialized consultation and planning for the co-ordination of services where the family unit has complex problems will be provided through the Case Diagnosis and Classification Units.

Three additional programs will be provided in connection with services for Juvenile Court probationers. Wider application will be made of the results of an experimental program in group therapy being carried on by the court this year. Beginning in the second year of the Demonstration a single probation case load of high-risk boys who are under consideration for institutional placement will be created.

For boys who are under suspended sentence to the Boys' Industrial School, a six-month residential work camp program will be established in co-operation with the Metropolitan Park Department. This program will involve 25 boys at a time who will work five days a week at a trainee wage rate under the supervision of park staff, and return home each weekend. At the end of the six months the boys will return to school or, through the use

of the Occupational Counseling Center, move into other types of work experience or regular employment.

Case Diagnosis and Classification Unit

The Case Diagnosis and Classification Unit will receive for case planning and co-ordination, referrals of families which are not on public assistance. This unit will also work closely with the Central Data Unit in follow-up on crisis situations in high-risk family units which may not be identified through normal referral procedures. Provided with specialized consultation and skilled caseworkers for initial family contact, the Case Diagnosis and Classification Unit will develop a plan for service to the family in co-operation with a variety of specialized community agencies. Some provision for the purchase of specialized services will be made in order to make it possible for voluntary agencies to increase the amount of service provided at the present time. Systematic follow-up will determine the degree of compliance with the case plan and evaluate the effectiveness of services provided. This unit can provide a readily available resource for the schools, the Community Information Center, the Urban Renewal Relocation Unit, the Probation and After-care services, the Neighborhood Extension Service and other specialized programs, when a general family problem not involving economic assistance is uncovered.

A consultant team serving this unit and the similar unit within the District Public Welfare Office will also be used for individual and group consultation at other points in the total Demonstration Program.

Special Treatment Programs

Programs for Unmarried Parents

Illegitimacy is a wide-spread problem involving a substantial number of adolescent girls in the Hough Area. Frequently occurring within low-income female-based families, early illegitimacy perpetuates the pattern of the female-based family into another generation. Dropped from school when medically identified, the pregnant adolescent girl frequently makes little use of existing pre-natal clinic services. Often she has an emergency delivery and returns home with her child. A program for pregnant but unmarried girls in the age bracket reaching from adolescence through 21 will offer three specific services: 1) a local pre-natal medical clinic service; 2) a casework service; and 3) a day center program. The medical clinic service and the casework service will also be available to adolescent married mothers. The Day Center Program, to be developed under the administration of the Salvation Army and based on experience at its Mary B. Talbot Clinic,

will include continuing education, group treatment, recreational activities, occupational training and home-making training.

The unmarried adolescent father is often an ignored part of the new family which he has helped to create. Frequently out of work, out of school, and unwanted by the maternal family, he takes little responsibility for his child. Yet the establishment of his responsibilities and of a male-based family unit requires that he be willing and prepared to take on these responsibilities for mother and child. An exploratory, pilot group-work treatment program involving adolescent boys who have been identified as fathers in cases of illegitimacy will be inaugurated to test methods of involving such boys and working with them.

Group Work Treatment

The elementary classroom provides limited opportunity for meeting the needs of aggressive boys, reacting to family tensions and school failure. An after-school and Saturday program involving such boys in groups of eight to ten will be modeled, in part, on an existing demonstration project in the Mt. Pleasant Community Center. Combining intensive work on a group basis, joint planning with the classroom teacher, and contact with families as indicated by the family service plan, this program will work with a particular group of boys throughout one school year.

Youth Camp

A remedial youth camp will be established for a selected group for early adolescents with behavior and learning difficulties. This is a five-day-a-week experimental program which leaves the youth in his own home nights and weekends, but provides the level of specialized service which is characteristic of a high-quality residential institution. Combining education, group work, recreation, group counseling and work training in a co-ed situation, the program will stress the importance of high group morale in stimulating individual development.

Community Support Programs

Community Liaison

Providing day-to-day communication with key on-going community programs, not directly involved in specific Demonstration activities, is important in assuring maximum community effort. Particularly of concern are the activities of the churches, the police, and the urban renewal field offices. Discussions are underway among the several Protestant churches through the Hough Church Council as to ways in which inter-church co-operation can be strengthened and related to the Demonstration. While

regular responsibility for liaison will rest with a specific staff person, these organizations will also be involved in a number of different ways throughout the program.

Community Youth Services

Youth serving agencies, such as the YMCA, YWCA, Scouts, Camp-fire Girls, and church-related youth groups will be encouraged to extend regular group activities for youth through the payment by the Demonstration of one-half the cost of paid part-time group leaders, and adequate supervision. These group leaders may include teachers and also local residents. Lack of volunteers has been a seriously handicapping factor in making these programs available to youth in Hough. Of particular importance in these programs are the opportunities they can provide to meet with youth from other parts of the city and participate in activities outside the neighborhood. The Girl Scouts already have an intensified program underway in Hough.

Community Information Centers

The basic service of the Welfare Federation-United Appeal Community Information Center would be extended to two neighborhood locations in association with urban renewal field offices. This would provide a complete service covering health, welfare and city service functions, related to well-developed city-wide sources of information. An additional function of the Centers would be preparation of informational materials for agencies and local residents.

Community Newspaper

A community newspaper is an important tool of communication and provides an important method for making visible the educational and occupational achievements of youth. The actual operation of the newspaper itself could be made one of the program projects and set up as a Youth Corporation with limited adult management. House-to-house distribution throughout the entire Hough Area would aid the over-all objectives of the program.

Youth Incentive System

Prompt and tangible recognition of achievement will be used consistently within many programs to break through a wall of apathy and discouragement. This will also be used on a community-wide basis to provide recognition for a wide variety of specific achievements. The achievement fields will be clearly spelled out and made known to youth throughout the area. They will include not only academic progress, but community service, youth leadership, athletics and other special interests such as music and art, school attendance, church attendance, and others. Additional attention

will be directed to existing service activities such as the School Safety Patrol. Recognition will take the form of public attention through the community newspaper, and regular community recognition events; and at the high school level, scholarship aid. Local residents will guide the establishment of the achievement areas, and be asked to take responsibility for the community recognition programs.

Neighborhood Extension Service

The street neighborhood, involving families facing each other across a street between two major intersections, is in Hough the most useful unit around which to draw neighbors together to work on the immediate and tangible problems of daily living. With persistent and concentrated help from the neighborhood extension staff, residents will be encouraged to come together in groups which are appropriate to the immediate situation. These groups may include street clubs, mothers groups, fathers groups, custodians, apartment house groups, or others. With extension workers who are responsible for three to five street neighborhoods, concentrated support to local leaders can be provided.

Two units of workers with five persons each and a supervisor will be established, one at League Park Center and one at Goodrich-Bell Center linked together by the Co-ordinator of Community Support Programs. Local residents as aides will extend and follow up the work of professional staff, particularly in carrying out specific activity projects. The staff will have assignments covering half of the street neighborhoods in the Demonstration Area at any one time with a shift throughout the project period so that each street neighborhood gets intensive service at some time. Specific co-ordination is required with the Housing Conservation and Citizens' Participation Program of University-Euclid Urban Renewal which will be working immediately to the east of the Demonstration Area.

In-Service Development and Professional Education

A key part of the provisions for modifying organizational services so as to cope more effectively with current problems is that for in-service staff development. With the public schools having the largest staff unit among direct service organizations, numbering nearly 600 in the Demonstration Area, specific provision for a school staff development program has been made under the School Programs. Similar programs are planned both within other organizations and among several organizations at administrative, supervisory, and service levels. Provision will be made for either on-duty educational programs, or for pay or salary promotion recognition in case of off-duty programs.

The use of the Demonstration Programs as a setting for professional education can be one of its important contributions. Student units in the fields of social work, nursing and medicine, health education, law, the ministry, social science research and other areas will require specific arrangements with a variety of academic units. While students can effectively augment the work of regular staff personnel, they will not be used as basic staff for any of the Demonstration Programs.

An additional form of education will take place through the development of formal volunteer service programs with the several universities and colleges in the area. This will provide an opportunity for service, seminar instruction in a field setting, and an opportunity for vocational exploration. Maximum interaction between these students, and youth and adults from Hough who are also carrying service responsibilities will be planned as benefits to the program.

RESEARCH AND EVALUATION

Research is a tool for gathering the information needed for analysis--for the diagnosis of the social problem; it is a tool for gathering information about the operation of programs--to suggest changes and to increase effectiveness; and it is a tool for measuring the final effectiveness of programs--to guide this community and other communities in further use of these programs.

The primary emphasis in the research organization for this Demonstration is upon evaluation: the measurement of the final effectiveness of the individual programs and of the complete Demonstration. However, research has been a part of the preparation of the Proposal and will also be a constant part of the process of developing and improving the programs of action.

The research is organized essentially at two levels: 1) the study of the net impact of the total Demonstration, or the impact of several specific programs taken together; 2) the study of individual program operations. Responsibility for the research program will rest with the Research Co-ordinator who will be responsible for the management and direction of all research operations and for insuring their constant relationship to the programs of action.

The Net Impact Evaluator and the staff working with him will have responsibility for developing initial community studies and surveys covering individual family and community situations at the beginning of the Demonstration Program. He will also determine the nature of the information which is needed from existing sources of statistical information in order to determine, at the end of the Demonstration period, the changes that have occurred in delinquency and crime rates, school achievement and occupational achievement

rates, and similar statistical measures of community problems. He will also establish procedures to describe and evaluate changes taking place within and among service organizations.

With the School Programs being the largest program unit, a specific educational evaluation unit will be attached to the Bureau of Educational Research of the Board of Education. Within this unit, plans will be developed for utilizing present testing procedures and augmenting them as necessary to measure educational growth and achievement. Detailed studies of specialized school programs will be carried out in addition to measurement of general student progress.

Responsibility for developing plans for detailed studies within the specific program units other than school will rest with the Other Programs Evaluator and the research staff persons who will work with him.

Net-impact evaluation and individual program evaluation will rely extensively upon the Central Data Unit. This unit will assemble and maintain information on the families within the Demonstration Area for research purposes. This will provide a basic picture of family structure and the experience of families with community services at the beginning of the program. It will also enable the research unit to select more readily a specific sample of persons in the area for specialized study, such as a particular age group of boys.

During the course of the Demonstration, additional information will be added to the family files relating to the participation of family members in various aspects of the different programs. At the end of the program it will then be possible to follow the effects of a particular program unit with a group of youth or a group of families, or to determine the various ways in which a number of programs affected a single family.

Since the evaluation of the total effectiveness of the Demonstration Program is the most complex of all the research tasks and will be of substantial importance both to the local community and to other cities, specific plans have already developed for this portion of the research. It is clear that a single answer of effectiveness cannot be made at the end of three years, using only data about the illegal behavior of juveniles. Programs will involve children and youth at different ages, and although each program will have its own set of objectives, many programs will not directly affect delinquent behavior within the three-year Demonstration period. One example is the Pre-School Family Nursery where the test of prevention cannot be applied until some ten years after the initial program. Therefore the net-impact evaluation report will deal with several measurements, not just a single measurement of illegal behavior.

Individual program evaluations will be developed in order to test many common issues, rather than being treated as a series of isolated self-contained studies. Measurements of results will differ among programs but in general will include measurements of specific achievement in such areas as education and employment, measurements of changes in behavior in relation to obeying the law and family functioning, and measures of changes in attitudes and motivation. These studies will also seek to determine the relation between the results of the program and two groups of factors: those which describe the way a particular service is provided, including the training of staff persons, intensity of service, duration of service; and those which relate to the persons receiving a service, such as economic position, family structure, and past record of delinquent behavior. Thus the evaluation programs will attempt to find answers to the question--What kind of service with what kind of persons produces the greatest changes? Approaches will vary among programs as to whether one group of factors or the other is held constant, and over the three-year period some variations within particular programs will be possible.

ADMINISTRATION AND STAFF

The policy responsibility for the administration of the Demonstration will rest with a Board of Directors of twenty-three: twelve persons directly appointed by the six sponsors and eleven at-large members drawn from a variety of community backgrounds, including residents from the Demonstration Area.

The operation of the Demonstration Project will be the responsibility of the Executive Director with assistance of a Research Co-ordinator and a Co-ordinator of Action Programs. Within the total action program specific units are grouped into seven administrative units: Pre-School Family Nursery, School Programs, School-Work Transition, Public Welfare, Court and Corrections, Case Diagnosis and Classification Unit and Special Treatment Programs, Community Support. Public Welfare and School Programs will be headed by persons on the staff of the County Welfare Department and the Board of Education, respectively. They, together with the other five unit heads employed by the Demonstration will work together as a program planning task force. To reinforce the important role of research, a Technical Research Council will be appointed by the Board of Directors to advise it on matters dealing with the research program.

The operating staff for the service programs will involve a wide variety of professional specializations. Some persons will be working in ongoing organizations such as the Board of Education, Juvenile Court, and County Welfare Department, while others will be directly on the staff of

the Demonstration. Some of the personnel will be present staff of local agencies assigned to specific responsibilities as one form of local financial participation. In a number of the programs local residents of the Demonstration Area, both youth and adults, will be involved in staff roles at the level of their experience and ability.

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